2010 Strategy

Saving Lives Through Safety, Innovation, and Performance

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U.S. Department of Transportation
Federal Motor Carrier Safety Administration
Washington, D.C.

REQUEST FOR COMMENT

This draft report, 2010 Strategy, was released for public review and comment. Please submit your written comments on this report by Monday, February 28th, to:

U.S. Department of Transportation
Dockets Management Facility, Room PL401
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Or submit your comments electronically to the docket at the following address: http://dmses.dot.gov. Please be sure to include the docket reference number, FMCSA 2000-7645, with your comments.

FMCSA also maintains an Internet web site for this project at: http://spp.fmcsa.dot.gov. At this site, you can view and download the draft report, submit comments to the public docket through an electronic link, and participate in an online public discussion forum.

If you have any additional questions, please contact the FMCSA Strategic Planning and Program Evaluation Division at Tel. 202-366-9220 or 202-366-2572.

CONTENTS

MESSAGE FROM THE ADMINISTRATOR

With the passage of the Motor Carrier Safety Improvement Act (MCSIA) of 1999 (P.L. 106-159), Congress created the Federal Motor Carrier Safety Administration (FMCSA). The primary purposes of the Act were to improve the administration of Federal motor carrier safety programs and to reduce the number and severity of large truck-involved crashes on our Nation's highways. In January 2000, FMCSA became a new administration in the U.S. Department of Transportation (U.S.DOT).

Under MCSIA Section 104(a-c), the Transportation Secretary was directed to develop a long-term strategy to improve commercial motor vehicle, operator, and carrier safety. As the Department's lead agency for improving truck and bus safety, FMCSA has outlined in this report a strategy to achieve the purposes of the Act. It describes the safety challenge in this decade, the safety outcomes that FMCSA seeks to achieve, and the new vision, mission, values, and goals of the Agency. The objectives and strategic initiatives that the Agency will undertake are outlined, and the resources needed to accomplish the strategy are defined. Complementary strategies that are designed to strengthen the Agency's core competencies in safety and promote organizational excellence are also described. This document provides a basis from which progress toward the goals can be measured and, finally, outlines a plan for monitoring and evaluating the results of future actions.

This report accounts for the planning period from Fiscal Years 2002 to 2009. Looking forward, FMCSA will begin to develop and implement this long-term strategy immediately. However, many of the initiatives described here will require additional resources for full implementation and will not be deployed until after Agency programs are reauthorized by legislation, which is anticipated in Fiscal Year 2004.

We intend to establish a continuous feedback process to monitor Agency performance, improve data analysis and problem identification leading to the development of more effective safety countermeasures, and enhance ongoing program evaluation efforts during this decade. The results will be tied to the development of annual budget and performance plans, periodic operational plans, and a future review and update to the strategy described here.

This document represents a standard of excellence in commercial vehicle safety, innovation, and performance that FMCSA has set for itself, its partners and stakeholders, and the American people.

TRUCK AND BUS SAFETY CHALLENGE

BETWEEN 1980 AND 1999 MORE THAN 97,000 CITIZENS LOST THEIR LIVES IN TRAFFIC CRASHES INVOLVING LARGE TRUCKS AND BUSES.

During the last two decades of the twentieth century, traffic crashes in the United States involving primarily large commercial trucks, but also commercial passenger vehicles including intercity buses, took a significant number of lives and resulted in serious, long-term injuries to many others.

In 1999, there were more than 452,000 traffic crashes involving large trucks. (A large commercial truck is defined as a motor vehicle with a gross vehicle weight greater than 10,000 pounds.) These crashes accounted for about 13 percent of all traffic-related fatalities and 4 percent of all injuries. While the percent of all fatalities has remained relatively constant over the past two decades, the number of annual large truck-related fatalities has declined slightly from 5,971 in 1980 to 5,362 in 1999. Over the same period, the fatal large truck crash rate has declined from 4.6 to 2.3 per 100 million vehicle miles traveled. In 1999, this figure included 643 commercial truck drivers who were killed in traffic crashes. Among all occupations, truck drivers incur the largest number of fatal work-related injuries.

By comparison, there were about 62,000 crashes involving commercial passenger vehicles. (A commercial passenger vehicle is defined as a motor vehicle designed or used to transport more than 8 passengers, including a driver, for compensation.) Commercial passenger vehicle-related crashes accounted for less than 1 percent of all traffic-related fatalities in 1999. There were 312 fatal commercial passenger vehicle crashes that resulted in 372 fatalities. Of the total, 35 crashes involved intercity motorcoach buses that resulted in 66 fatalities. This figure includes 3 fatalities among drivers of intercity buses.

EXPANDING DEMAND FOR TRUCKING SERVICES AND CHANGING NATURE OF THE INDUSTRY POSE SAFETY CHALLENGES.

Over the past two decades, the number and the travel volume of commercial large trucks using the Nation's roads and highways has increased substantially. These increases primarily reflect an overall expansion of commerce and an expanding demand for trucking services. Freight transportation in the United States is predominantly interstate and trucking is the dominant freight mode. In the 1990s, about 72 percent of all commodity shipments and 53 percent of all ton-miles of freight were moved by truck.

Following passage of the Motor Carrier Act in 1980, the number of interstate motor carriers licensed to operate in the United States increased significantly. Since deregulation, the trucking industry has confronted sweeping technological and institutional change. Consolidation and change in practices continue to occur. The industry employment picture was substantially altered by deregulation, particularly with respect to labor availability and wages. Employment of commercial drivers has expanded during the past decade, but wages remain stagnant and drivers face more demanding schedules and longer hours of work.

THE SAFETY CHALLENGE STEMMING FROM PASSENGER RIDERSHIP OF INTERCITY MOTORCOACHES CONTINUES TO BE A NATIONAL PRIORITY.

The number of commercial passenger vehicle-related crashes and fatalities is low when compared to the number for commercial large trucks. However, intercity motorcoach safety will continue to be a national priority primarily because the results of a crash can be catastrophic. (This group of motorcoaches includes scheduled service providers, charter or tour buses, large vans, and other commuter vehicles.) In 1999, a single crash involving an intercity bus resulted in 22 passenger fatalities.

There was a significant increase in the number of bus registrations and their travel volume in the United States over the past two decades. In 2000, intercity motorcoaches carried more than 860 million passengers over 2.6 billion miles of highways. With passage of the Bus Regulatory Reform Act in 1982 that deregulated markets and bus fares, there was a continuing decline in demand for regular intercity bus route service during the past two decades. This downward trend was offset by growing ridership and use of charter and tour buses, as well as an increase in the use of large vans and other commuter vehicles for passenger transportation.

DRAMATIC CHANGES IN THE LARGE COMMERCIAL TRUCK AND COMMERCIAL PASSENGER VEHICLE INDUSTRY ARE PLACING ADDED PRESSURE ON THE SAFETY OF THE NATION'S TRANSPORTATION SYSTEM.

The growth in the trucking and bus industry occurred while there was only a limited expansion of the highway capacity. In this decade, there will be a continued increase in traffic volume and congestion on the Nation's roads and highways. At the same time, there will be only small increases in the total mileage of the U.S. highway network. Truck and bus travel, in terms of vehicle miles traveled, is expected to increase by about 20 percent over the next 10 years. The number of vehicle registrations and carriers, particularly new entrant carriers, is also expected to increase. The number of vehicle registrations for passenger cars, vans, and light trucks and their travel volume

have also increased significantly during the past two decades. This trend is also expected to continue over the next decade.

In addition, we believe that several other traffic and industry trends in the transportation system could have a significant impact on truck and bus safety.

- There is a projected increase in international trade with more intermodal freight shipments and cross-border traffic in North-South trade corridors for long haul truck trade.
- The continued and growing demand for real-time visibility of shipments and just-in-time freight delivery will heighten the competitive pressures already placed on drivers and carriers.
- Growth in e-commerce will impact truck distances traveled and travel patterns. E-commerce, particularly business-to-consumer, favors transportation in smaller lot sizes delivered by carriers with nationwide distribution systems.
- There will be continued shortages of commercial drivers. Efforts to increase the driver pool will result in more new drivers with less experience.

When adequate transportation safeguards are not provided in the marketplace, Federal, State, and local governments must ensure that the commercial vehicle industry operates safely. The responsibilities for ensuring motor carrier safety are primarily fulfilled by FMCSA directly through the promulgation and enforcement of Federal safety regulations and indirectly by the provision of services through grants to State and local governments. (A complete list of motor carrier safety statutes is provided at the end of this report.) Also, working in partnership with States, the Agency maintains a national database of motor carrier information including crash data referred to as the Motor Carrier Management Information System. Even so, there is no single approach to improving truck and bus safety. The Federal, State, and local efforts represent an array of multiple and interrelated approaches that contribute to reducing commercial vehicle-related crashes, fatalities, and injuries. Moreover, FMCSA must develop strong working relationships with public and private partners with expertise in vehicle research, crash data collection, technological enhancements, and public education in order to meet the continuing challenge of improving commercial vehicle safety.

FMCSA FACES A NUMBER OF ORGANIZATIONAL CHALLENGES IN ACCOMPLISHING ITS MISSION.

While many organizational improvements were initiated during FMCSA's first year of operation, we must continue to address potential barriers to mission success that include:

- Addressing the needs of a diverse set of stakeholders in the motor carrier industry—ranging from individual owner-operators to multinational corporations—and a variety of other public and private organizations with interests in safety;

- Building internal capabilities that will enable us to maintain technical competence and leadership in an environment in which industry and government are undergoing rapid change;

- Transitioning from existing administrative systems to new systems, policies, and procedures that better meet the needs of employees and others; and

- Building better working relationships with other Federal and State agencies, industry, and private organizations with an interest in commercial vehicle safety.

We will continue to focus on developing our core organizational competencies related to commercial vehicle safety. To do so, we will build on our strengths which include a capable and experienced staff, longstanding working relationships with many of our partners, program improvements achieved during the past year (such as e-government initiatives), and recent policy changes that have focused our resources and attention on achieving the safety goals. At the same time, when it is appropriate, we will rely on the expertise and resources of our partners who complement and enhance our efforts.

SAFETY OUTCOMES

Our overall strategy is designed to achieve the national safety outcomes established recently by the Department of Transportation and the U.S. Congress. These outcomes are briefly summarized here.

Crash-related fatalities and injuries are important measures of transportation safety that reflect the extent to which safe driving practices and behaviors are being adopted and sound commercial vehicle maintenance and management practices are being employed. In 1997, the Department set the mark to reduce the number of injuries in large truck-related crashes by 20 percent by FY 2008. In 1999, the Department set an additional stretch goal of reducing large truck-related crash fatalities 50 percent over the next 10 years. This latter outcome is restated as part of the U.S. DOT's safety strategy in its five-year plan.

In addition to achieving a reduction in the number of fatalities and injuries, Congress established other safety outcomes for the Agency. These are outlined in MCSIA Section 104 and restated below:

- Improve the consistency and effectiveness of commercial motor vehicle, operator, and carrier enforcement and compliance programs.
- Identify and target enforcement efforts at high-risk commercial motor vehicles, operators, and carriers.
- Improve research efforts to enhance and promote commercial motor vehicle, operator, and carrier safety and performance.

VISION

OUR VISION:
FMCSA WILL BE THE LEADER IN TRUCK AND BUS SAFETY, INNOVATION, AND PERFORMANCE.

Over the next decade, we will work to become the leader in truck and bus safety. This effort requires us to set the standard of excellence among government agencies in promoting safety, innovation, and performance. Our employees share this vision—to be a world-class leader in truck and bus safety.

MISSION

OUR MISSION:
FMCSA WILL SAVE LIVES AND REDUCE INJURIES BY PREVENTING TRUCK AND BUS CRASHES.

As the Federal Government's chief truck safety agency, we will focus on saving lives and reducing injuries resulting from crashes involving commercial vehicles. Congress has laid the groundwork and provided direction through the legislative mandates embodied in the MCSIA of 1999. Our mission statement embraces the direction set by Congress and the Department's safety strategy, as well as the future of truck and bus safety as we view it.

VALUES

We value our employees above all else. The qualities they see in themselves and in their organization everyday are reflected in our statement of core values. We are guided by the principles of integrity, professionalism, commitment, excellence, and cooperation. It is with these ideals that we will distinguish ourselves.

INTEGRITY	***FMCSA EMPLOYEES PLACE A HIGH VALUE ON HONESTY AND TRUST.***
PROFESSIONALISM	***FMCSA EMPLOYEES EMBRACE THE HIGHEST STANDARDS. WE ARE RECOGNIZED THROUGHOUT THE COMMERCIAL MOTOR VEHICLE COMMUNITY AS DEDICATED TO SAFETY AND AS A SOURCE OF ASSISTANCE.***
COMMITMENT	***FMCSA EMPLOYEES ARE DEDICATED TO THE AGENCY'S MISSION AND TAKE RESPONSIBILITY FOR ACHIEVING ITS GOALS.***
EXCELLENCE	***FMCSA EMPLOYEES STRIVE TO ACHIEVE THE AGENCY'S MISSION AND GOALS THROUGH KNOWLEDGE AND QUALITY SERVICE.***
COOPERATION	***FMCSA EMPLOYEES ARE A DIVERSE BODY OF INDIVIDUALS WORKING TOGETHER TO ACHIEVE AGENCY GOALS.***

GOALS

Safety is the highest priority of the Federal Motor Carrier Safety Administration. This focused vision of our future, coupled with the organizational goal, emphasizes the importance we will place on improving truck and bus safety. Our goals are stated as follows:

- ***THE NUMBERS OF DEATHS AND INJURIES IN TRUCK AND BUS CRASHES ARE REDUCED 50 PERCENT BY 2010.***
- ***OUR EMPLOYEES AND SYSTEMS ARE THE PERFORMANCE BENCHMARK IN GOVERNMENT FOR EFFICIENCY, INNOVATION, AND MISSION RESULTS.***

OBJECTIVES AND STRATEGIES—SAFETY GOAL

ACHIEVING THE SAFETY GOAL IS OUR HIGHEST PRIORITY.

Our safety goal embraces both the Department's commitment to transportation safety and the direction set by Congress. However, it moves beyond the Department's safety target by establishing a target to reduce injuries by 50 percent within this decade. This is a clear and ambitious statement of what we expect to accomplish and by when. This goal translates into approximately 2,500 lives saved and 65,000 injuries prevented annually. If FMCSA is to reach this goal, new approaches, operational changes, and additional resources will be needed.

A highway crash is often due to a number of interrelated factors, rather than a single cause. Our overall approach is based on identifying and addressing these underlying multiple safety issues. They may be regarded as falling into four key areas.

- Commercial and passenger vehicle drivers;
- Commercial vehicles;
- Roadways and environment; and
- Motor carrier safety management practices.

The need for better safety data and improvements in safety research and technology crosscuts the other four areas. Better data and research increase our understanding of the crash problem and its causes.

The underlying safety issues are addressed by specific safety objectives and strategies. The objectives are the envisioned end-state that, when reached, will contribute to meeting our safety goal. Our strategic initiatives address multiple crash factors and will enable drivers to avoid potential collisions and reduce both the severity of injuries and the potential for fatalities. A total of 31 strategic initiatives are described below.

Commercial and Passenger Vehicle Drivers

The passenger vehicle driver or commercial driver is a principal contributing factor in the vast majority of highway crashes. Human error, misbehavior, or impairment are leading factors in many crashes. Of all fatal truck-passenger vehicle crashes from 1994 to 1998, 38 percent were found to have a

contributing factor related to the commercial driver and 65 percent had a passenger vehicle driver-related contributing factor.

Passenger car drivers are often unaware of the substantial differences between the performance of commercial trucks and their own vehicle. As a result, they can engage in maneuvers to which the commercial driver does not have time to respond, causing a conflict to occur. In some fatal traffic crashes, the performance of passenger car drivers is impaired by their inattention or use of alcohol or drugs. In other instances, commercial truck drivers may be operating vehicles while they are fatigued or inattentive, physically unqualified, poorly trained. Stagnant driver wages and demanding delivery schedules may also contribute to driver inattentiveness. To address their driver-related factors, we will pursue nine strategies supporting two objectives.

OBJECTIVE:
ALL COMMERCIAL MOTOR VEHICLE DRIVERS ARE FULLY QUALIFIED, SAFE, ALERT AND HEALTHY.

- To reduce driver inattentiveness, FMCSA will promulgate an effective Hours-of-Service rulemaking. We will promote stronger enforcement, encourage driver health and wellness initiatives, deploy technologies to monitor driver condition and performance, and work with our partners to ensure adequate rest for drivers.

- To improve driver licensing, FMCSA will initiate operational changes to the Commercial Driver License (CDL) program and the Commercial Driver Licensing Information System (CDLIS). We will establish a new CDL grant program to provide resources to States to enhance licensing systems, improve the CDLIS, enhance data quality and timeliness, and expand driver information. We will expand partnerships with court systems, and include driver data in our performance monitoring algorithm, SafeStat.

- To improve commercial driver competence, performance, and skills, FMCSA will establish an apprentice permit and graduated license procedures. We will assess methods for recruiting, selecting, training, evaluating, and retraining safe commercial drivers, including designing training standards to include instructor certification, and provide guidance to carriers on improved driver management.

- To enhance the performance of drivers, FMCSA will advance research, testing, and deployment of collision avoidance devices and systems, the use of advanced sensors, and other enhancements, for visibility and lighting in particular, to existing vehicle systems. We will encourage the

deployment of these devices and systems by various means, including tax or other incentives to fleets for adopting these technologies.

- To better identify unsafe drivers, FMCSA will expand and improve ongoing driver inspection programs with standards, technologies, data collection and exchange, and incentives.

- To better understand the relationship between driver compensation and safety, FMCSA will work with the U.S. Department of Labor to assess the safety implications of a driver exemption from the overtime requirements of the Fair Labor Standards Act.

OBJECTIVE:
IMPROVE THE SAFETY AND PERFORMANCE OF NON-COMMERCIAL DRIVERS WITH RESPECT TO TRUCKS.

- To increase public education about safe driving, FMCSA will develop and launch a new, continuing national media campaign and increase its own public education and outreach efforts. We will work closely with the National Highway Traffic Safety Administration (NHTSA) and State governments, as well as encourage private partners, to promote share-the-road driving practices. We will also work with the States and educators to promote this theme in driver education.

- To expand and increase the enforcement of laws against unsafe driving acts in the vicinity of commercial vehicles, FMCSA will work with government officials and third parties to inform and encourage police, court officials, and judges to enforce existing traffic laws and settle violations judiciously.

- To accelerate the use of collision warning devices, FMCSA and its partners will research and test devices in passenger cars that warn drivers who are in close proximity to a commercial vehicle of a possible collision. We will encourage more widespread use of this technology through education and various incentives.

Commercial Vehicles

Vehicle-related factors are less frequently cited as contributing factors in crashes than are driver-related factors, but they are nevertheless important. They can be characterized as vehicle design or performance characteristics affecting stability, brake system capabilities, and crashworthiness; or vehicle conditions related to maintenance, including worn or inoperative components, and operating practices such as loading. In all fatal truck-car

crashes from 1994 to 1998, more than 8 percent of large trucks were cited with a vehicle-related factor. To encourage the optimum performance of vehicles, four strategic initiatives are outlined here.

OBJECTIVE:
COMMERCIAL MOTOR VEHICLES HAVE OPTIMUM SAFETY PERFORMANCE.

- To enhance vehicle inspections, FMCSA and its partners will continue to perform targeted vehicle inspections, test and deploy advanced vehicle inspection technologies to improve the accuracy and efficiency of inspections, and refine and deploy the Inspection Selection System (ISS) to better identify vehicles operated by carriers with poor safety performance. In addition, we will develop, test, and deploy systems that use on-board vehicle safety data to expedite and enhance roadside enforcement and safety.

- To improve vehicle performance and maintenance, FMCSA will increase funding support and use incentives for research, testing, and greater use of technologies, including electronic or disc brakes and diagnostics and monitoring, that can improve performance and maintenance.

- To better protect occupants in crashes, FMCSA will encourage and support financial incentives that promote research, testing, and greater use of occupant protection technologies in the vehicle cab; and commercial vehicle designs that prevent or minimize the consequence of a rollover. We will work with our partners to encourage the testing and adoption of commercial vehicle designs that provide greater protection for passenger car drivers in side impact collisions with commercial vehicles.

- To improve our understanding of crash factors, FMCSA will develop standards and policies for crash data recording and access. We will promote the installation of electronic data recorders in commercial motor vehicles to provide more definitive information on driver actions and vehicle performance in crashes and to encourage safe commercial motor vehicle operation.

Roadways and Environment

While rarely cited as a direct factor in a crash, roadway design and geometry can play a contributing role that can be heightened by speed and roadside conditions. From 1994 to 1998, most fatal truck crashes occurred in rural areas on undivided highways. Most crashes occur during the day in favorable

weather conditions and on dry pavement. Steep grades, sharp curves, inadequate sight distance, and congested access and egress can create conditions in which a crash can occur. Mitigation of the deficiencies through redesign or barriers can provide great safety benefit. To ensure that roadway systems support safety, two strategic initiatives will be undertaken in close working partnership with the Federal Highway Administration (FHWA).

OBJECTIVE:
ROADWAY SYSTEMS ARE OPTIMIZED FOR COMMERCIAL MOTOR VEHICLE SAFETY.

- To improve highway infrastructure at high-crash locations, FMCSA will work with the FHWA and States to ensure that commercial vehicles are fully considered in the Highway Safety Improvement Program. These efforts will seek to assure that high-crash locations for commercial motor vehicles are identified and specific countermeasures for heavy vehicles are proposed, and that the planning and selection of potential projects will include a factor that recognizes the value of addressing locations where these crashes are prevalent.

- To reduce potential passenger car-truck conflicts, FMCSA will work with the FHWA and State partners to improve traffic engineering and operations. We will encourage and support efforts including safety improvements for work zone safety, the evaluation of lane and operational restrictions or exclusive truck lanes, and deployment of travel information and warning systems.

Motor Carrier Safety Management Practices

Interstate motor carriers are required to exercise control over both the driver and the vehicle to ensure safe operations. This requirement forms the basis for major elements of the Federal enforcement program that holds the carrier responsible for safety violations. Unfortunately, the average safety performance of the worst carriers did not improve significantly over the past 5 years. By implication, the number of crashes involving commercial vehicles could be reduced if the safety performance of the worst carriers could be brought closer to the best in class.

Carriers control their own vehicle inspection, repair, and maintenance procedures. They are responsible for driver hiring and training practices, drug and alcohol testing, dispatch practices, and other important safety-related functions. If these functions are not conducted properly, driver and vehicle deficiencies can increase the potential for a crash. Improvements to

these practices can lead to a reduction in the number and severity of crashes involving commercial vehicles.

The truck and bus industries are a diverse mix, that is primarily made up of small businesses. The interstate motor carrier industry has continued to grow by 35,000 to 45,000 new carriers per year. Generally, new motor carriers have a poorer record of safety performance and are less knowledge about safety regulations than more established carriers.

To address the safety concerns associated with motor carriers, particularly new entrants, FMCSA will implement the following nine strategies in support of two objectives.

OBJECTIVE:
INCREASE THE SAFETY PERFORMANCE OF THE WORST OFFENDERS TO MEET THE NORM.

- To improve the compliance of high-risk carriers, FMCSA will continue its high-risk carrier-based enforcement practices and assess the effectiveness of its compliance review program. We will evaluate the potential to expand and improve the compliance review program with regard to third parties, States, local government resources, and carrier self-assessment. We will undertake a re-evaluation of the SafeStat database and improve and expand its use for enforcement and safety management.

- To improve the compliance of the worst offenders, FMCSA will fully implement the Performance Registration Information System Management (PRISM) program. This program combines safety performance evaluation with monitoring and measured enforcement for all carriers. Special treatment will be applied to new entrants. Also we will make carrier safety performance measures publicly available to allow shippers, receivers, and others to assess carrier safety performance.

OBJECTIVE:
FACILITATE IMPROVEMENT IN THE OVERALL SAFETY PERFORMANCE OF THE MOTOR CARRIER INDUSTRY THROUGH REFINED AND ENHANCED SAFETY MANAGEMENT SYSTEMS.

- To encourage the adoption of the best safety management practices, FMCSA will assess and benchmark best safety management practices to guide motor carrier safety improvements. We will establish and expand educational self-help programs, including our *Safety is Good Business* program.

- To reward carriers who achieve safety excellence, FMCSA will seek to establish partnerships with the States to create carrier incentive programs

such as privileges related to toll collections, weigh stations, inspection bypass, and simplified border entry.

- To assist carriers in improving their management practices, FMCSA will consider incentives to reward motor carriers that exceed safety performance and compliance standards.

- To establish uniform safety standards nationwide, FMCSA will evaluate expansion of its authority to include intrastate carriers and the extension of the Motor Carrier Safety Assistance Program (MCSAP) to include local governments. FMCSA will expand funding opportunities to States and local governments that mirror Federal safety countermeasure programs, including conducting compliance reviews on intrastate carriers identified by our safety performance algorithm, SafeStat.

- To ensure the safe operation in the U.S. of foreign carriers, drivers, and vehicles, FMCSA will work closely with its North American neighbor governments to develop compatible safety information systems, safety regulations, and enforcement and oversight programs with an emphasis on improving border-crossing safety effectiveness.

- To promote the safe transportation of hazardous materials, FMCSA will work with other agencies in the Department to create a comprehensive hazardous materials safety program. We will target enforcement at high-risk hazardous materials carriers, shippers, and cargo tank facilities; and promote the introduction of new technology to improve safety performance.

- To ensure an effective commercial passenger carrier safety program, FMCSA will work with its State partners and industry to improve motorcoach maintenance procedures, address motorcoach speeding, and expand vehicle and driver enforcement.

Safety Data and Research

Timely, high-quality and complete safety data can do much to improve both carrier safety performance and program effectiveness. Shippers often consider safety performance in hiring carriers, and carriers use the information to select drivers. Thus, the availability of complete data on carrier and driver safety performance can be a strong incentive to improve their performance. Enhancements to crash data can also lead to more effective and targeted programs and policies.

Projects currently underway, such as the joint crash causation study and efforts to build a complete truck and bus crash database with NHTSA, will improve our understanding of complex crash causal relationships. Updating the census of motor carriers is another initiative already underway that will enable us to better track carrier performance. In the coming decade, we will aggressively seek to obtain the safety data necessary to support sound analysis and safety countermeasure development.

OBJECTIVE:
HIGH-QUALITY, COMPLETE, AND TIMELY SAFETY PERFORMANCE DATA.

- To increase the understanding of crashes and improve program effectiveness, FMCSA will work with NHSTA, States, and others to improve crash, carrier profile, and driver data. This initiative includes grants to States for technical and analytical support to fully deploy Commercial Vehicle Information Systems and Networks (CVISN), undertake CDL and driver information systems evaluation and improvements, and collect data on intrastate carriers. Also, we will seek to collect pre-crash, crash, and citation data; and possibly include provisions to reduce funding for these purposes to States that fail to assist us in this effort.

Several areas of safety research offer important opportunities to improve vehicle, carrier, and driver safety. However, our current programs require additional focus and adequate funding to meet all of the Agency's research and technology needs. Redefining the scope of the research and technology program to focus on crash reduction potential will produce direct safety benefits.

Placing more emphasis on the commercial deployment of vehicle and driver safety technologies may also have a high payoff in the coming decade. Unlike other modes, there is no separate multi-year funding stream available for the Agency's research and technology program. This situation makes short- and long-term research and deployment problematic. To address these concerns regarding the current research and technology effort, we will undertake the following six strategic initiatives.

OBJECTIVE:
A DYNAMIC AND FOCUSED MOTOR CARRIER RESEARCH AND TECHNOLOGY PROGRAM.

- FMCSA will redefine the scope and focus of the overall motor carrier research and technology program to more directly contribute to the Agency's safety goals.

- The Agency will define a comprehensive research program that meets the needs of all motor carrier safety programs.
- FMCSA will accelerate the development, testing, and deployment of technologies that can reduce motor carrier crashes.
- The Agency will establish a carrier research and technology program with authority and stand alone funding.
- FMCSA will expand its motor carrier research and technology partnerships within and outside the Department.
- FMCSA will develop and implement a technology transfer plan that dramatically accelerates the use of research results and technology to achieve the safety goal.

Highest Priorities

All 31 strategic safety initiatives presented here are deemed critical to achieving the Agency's safety goal. From among the multiple safety strategies, we have further identified the strategic safety initiatives that are most important to our mission success.

Our highest priority will be on improving the safety performance of commercial and passenger vehicle drivers. The most important initiatives we will take to improve driver safety are to:

- Improve the effectiveness of the Commercial Driver License program and the Commercial Driver Licensing Information System.
- Accelerate the research, testing, and deployment of crash avoidance technologies.
- Increase the number of commercial driver inspections.
- Increase public and driver education.

Among the highest priority strategies that we will adopt to improve commercial vehicle performance are to:

- Continue vehicle inspection levels with a focus on technology improvements.
- Use tax credits to deploy vehicle safety technologies.

Key strategies to improve motor carrier safety management practices are to:

- Continue the enforcement focus on high-risk carriers and make the compliance review process more effective and efficient.
- Fully deploy PRISM and set up procedures for new entrants. Make safety performance information available.
- Benchmark safety management practices and establish self-help programs.

Working with the FHWA, our most important initiative in the area of roadway improvements is to:

- Seek to assure that high-risk commercial vehicle crash locations are given priority in the selection of State highway safety improvement projects.

In the areas of safety data and research and technology improvements, the following strategic initiatives are most important:

- Expand the scope of the research and technology program to support the full range of safety programs and increase program investment.
- Place greater emphasis on technology transfer and deployment that leads to its commercial use.
- Improve safety data collection and analysis through overall improvements in data on commercial driver citations, crashes, and intrastate carriers.

OBJECTIVES AND STRATEGIES—ORGANIZATIONAL GOAL

IN ORDER TO BE SUCCESSFUL IN ACHIEVING OUR SAFETY GOAL, WE WILL DEVELOP OUR CORE COMPETENCIES AND IMPROVE OUR CAPABILITY TO BE INNOVATIVE.

FMCSA has identified its organizational strengths and acknowledged areas for improvement that are needed to achieve its safety goal. Achieving our organizational goal will help us to realize our new vision, mission, and values. We are proposing three strategic objectives that will enable us to develop core competencies and improve our capability to innovate and perform as a benchmark organization in government. The objectives fall into the following areas:

- Human resources;
- Information technology; and
- Program, processes, and services.

The 20 strategic initiatives that support these objectives are outlined in the following paragraphs.

Human Resources

Our employees are our most valuable resource. In the coming decade, we will make every effort to retain our current employees and offer them opportunities for growth and development; recruit new employees with diverse backgrounds, experience, and skills; and develop the next generation of Agency leaders. We will address the anticipated gap in skills and experience resulting from the potential loss of key employees to retirement, the changing nature of the workplace, and the new requirements of the motor carrier safety environment. Training in functional responsibilities unique to the Agency's mission, such as law enforcement, will also be provided. Our supervisors, managers, and employees will be charged to respect individual differences. We will promote programs that enable employees to balance work and family responsibilities, so that they will devote their careers to accomplishing the Agency mission. The first steps toward building a diverse, competent, and motivated workforce will be to implement the nine strategic initiatives below.

OBJECTIVE:
A DIVERSE, COMPETENT, AND MOTIVATED WORKFORCE.

- FMCSA will establish an Agency succession-planning program.

- The Agency will conduct an occupational skills assessment in order to assess and plan for the future needs of its workforce in research and technology, motor carrier and highway safety, and rulemaking.

- FMCSA will recruit and retain a high-caliber workforce using available flexibilities and initiatives such as recruitment and relocation bonuses, retention allowances, and quality-of-life and diversity programs. Mobility assignments will be used to broaden employee experience and perspective.

- FMCSA will create an organizational environment that encourages individual innovation and creativity. A training prototype will be developed that provides personal and professional growth opportunities and sustains a continuous learning environment.

- The Agency will strengthen corporate and leadership effectiveness through the establishment of competency-based managerial and technical career tracks and use activities such as mobility assignments, that will serve to broaden employee perspectives.

- The Agency will improve its commitment to supporting human resources through demonstrated customer service, headquarters-field partnerships, and utilization of quality-of-life programs.

- FMCSA will promote employee satisfaction through the proactive use of telecommuting, alternative work schedules, and other quality-of-life programs. Employees will be encouraged to take advantage of Department-wide initiatives such as transit benefits that benefit the community, and of other initiatives designed to promote career enhancement such as rotational assignments.

- The Agency will promote two-way communications and dialogue between supervisors and employees by testing and adopting alternatives to standard performance appraisals for feedback and evaluation.

- Working with national associations and other Department of Transportation partners, FMCSA will increase the recruitment of new employees from diverse groups with varied experiences in order to

ensure that the future workforce of the Agency will reflect the public we serve.

Information Technology

A modern, flexible, and user-friendly information technology infrastructure is critical to our program success. To improve upon existing systems, there is a need to better set priorities for spending, eliminate system redundancies, address privacy and security concerns, improve access by staff to information databases, and improve support and training for all employees. FMCSA has already established itself as a leader in e-government. The Agency must do more to enable the public, including individuals with special needs, to access information databases and conduct its business on-line. We must also continue to enhance user support and training for standard and custom applications software, which is vital to improving organizational efficiency. To enhance our existing information technology systems, the following three strategic initiatives will be implemented.

OBJECTIVE:
ALL INFORMATION SYSTEMS ARE QUICKLY ACCESSIBLE.

- FMCSA will develop information technology strategy, capital, and architecture plans that address privacy issues, security, and operational procedures and policies.

- The Agency will enable all of its information technology systems for e-commerce and universal access. Also, we will evaluate all systems and modify them as needed for use by the disabled.

- FMCSA will evaluate and improve employee user support and training for custom and standard office software systems.

Program, Processes, and Services

We must redesign and enhance our programs, processes, and services to keep pace with stakeholder expectations. Our partners and clients expect more value, greater flexibility, and efficient service. We will examine how our safety-related programs and processes meet these criteria, and we will review our non-safety programs to determine whether or not they support the Agency's long-term mission.

If we are to work more effectively and smarter, we must have better access to the information, workplace tools, and technology that enable us to get the job

done. In addition, we must have a clear understanding of our roles and responsibilities and ask more from our suppliers and contractors who perform critical supporting roles. Finally, we must take a much more critical look at how we are meeting customer needs, assessing program direction and priorities, and evaluating our results. This is an ambitious agenda for organizational excellence that is defined by the following eight strategic initiatives:

OBJECTIVE:
ORGANIZATIONAL EXCELLENCE IN PROGRAMS, PROCESSES, AND SERVICES.

- FMCSA will review and seek improvements in the effectiveness of motor carrier safety-related processes that support the MCSAP, CDL, PRISM, and CVISN programs.

- FMCSA will review the value and purpose of non-safety-related Agency programs.

- The Agency will implement a program that measures customer satisfaction and provides feedback on our performance in key service delivery areas.

- FMCSA will develop and deploy a knowledge management system to document and inform staff of Agency policies, procedures, plans, budgets, program results, and contact information needed to perform their work more effectively.

- The Agency will refine the functions and roles of headquarters, service centers, and State division offices.

- FMCSA will create and improve administrative processes, with a special emphasis on implementing technologies for automating administrative functions.

- The Agency will review its supplier and contractor relationships with the goal to improve their performance and provide added benefits.

- FMCSA will advance its analytical capabilities for crash problem assessment, policy development, budget justification, and program evaluation.

RESOURCE REQUIREMENTS

(To be included in the final version)

PERFORMANCE AND RESULTS

(To be included in the final version)

PARTNERSHIPS

WE WILL PURSUE WORKING PARTNERSHIPS WITH OTHER GOVERNMENT AGENCIES AND PRIVATE ORGANIZATIONS THAT WILL HELP US ACHIEVE OUR SAFETY GOAL.

Throughout this report, we have referred to the role of our partners as a critical factor in achieving our new vision, mission, values, and safety goals. During its first year of operation, the operating philosophy that the Agency pursued was to focus entirely on our safety mission. To achieve our goals, we intend to focus our programs and to develop our competencies in commercial vehicle safety. We will not divert our limited resources and staff unnecessarily to achieving other goals or performing tasks that can be more efficiently provided by our partners.

While FMCSA has separate authority for truck safety, it shares responsibility with other modal Agencies for truck and bus safety. FMCSA's long-term strategies will contribute to achieving the transportation safety outcomes outlined in the U.S. DOT strategic plan. Similarly, the strategies of the Department's other modal administrations will contribute to achieving the truck and bus safety goal. In addition to sharing program authority and responsibilities, FMCSA can better achieve its safety objectives by working more closely with the FHWA, NHTSA, the Department's Joint Program Office, and other modal administrations in implementing strategies with mutual safety benefits. We will continue to foster and expand interagency partnerships for crash data collection, highway infrastructure research and improvements, intelligent vehicle research, driver education and public outreach, and the prevention and mitigation of hazardous materials incidents.

To accomplish our mission, we must expand efforts beyond our existing relationships and create new opportunities for partnerships with public and private organizations. These partnerships will involve other Federal, State, and local government agencies, as well as nonprofit and private organizations. We will encourage potential partners to bring innovative commercial vehicle safety-related ideas and solutions forward at the earliest stages in the development of new programs, regulations, and other initiatives.

PLANNING PROCESS

The planning process that we used is described briefly here. Six related tasks were completed between June 2000 and March 2001. A planning committee consisting of Agency managers led this effort, working with representatives from the FHWA, NHTSA, and the Joint Program Office.

Senior leaders and managers developed the new mission, vision, values, and goal statements for the Agency. The vision statement describes what FMCSA strives to achieve and be known for in the future. The mission statement defines our primary purpose, as established by Congress and the Agency and agreed to by its employees. The values are those principles that we aspire to, and wish to be recognized for, in our daily work. In feedback sessions held afterwards, Agency employees were given the opportunity to comment and provide additional input on these statements.

Concurrently, an assessment of the truck and bus crash problem was developed using available crash statistical data and other information. This problem analysis was followed by an assessment of the key factors and trends that impact truck and bus safety, including a projection of future trends in the motor carrier industry, truck and bus traffic characteristics, and commercial driver behavior and performance. The crash and trend assessments were made in a series of 17 papers. Based on these analyses, a summary was prepared of the key strategic issues and challenges facing the Agency.

To encourage stakeholder input early in the process, the background papers and the draft mission, vision, value, and goal statements were posted for public review and comment at an Internet discussion site sponsored by FMCSA. The site address is http://spp.fmcsa.dot.gov. After reviewing the analyses as well as employee comments and stakeholder input, committee members met several times to develop a draft set of objectives and strategic initiatives for each goal.

With the objectives and strategies defined, the committee used a consensus-based approach to compare and rank each strategic initiative relative to the others in the set based on key selection criteria. The criteria used for the safety goal were: (1) impact on the goal; (2) technical feasibility; (3) institutional feasibility; (4) time horizon for full deployment; and (5) political mandate or necessity. The selection criteria for the organizational goal were: (1) impact on the goal; (2) political importance; (3) technical and/or institutional feasibility; and (4) contribution to the mission, vision, and values of the Agency.

Finally, an estimate of the projected resources needed to implement each initiative, in terms of FTE and funding above current proposed levels in FY 2002, was prepared for the period between FY 2003 and FY 2009. The results of the committee efforts were reviewed and refined by senior leadership in December.

A draft document containing the mission, vision, values, and goals along with the associated long-term objectives and strategies was written and released for employee and stakeholder comment. The committee will develop a set of interim and final performance measures that will be used to measure progress toward Agency objectives and goals. A monitoring program will be designed to ensure routine reporting of the performance data necessary to measure progress, and an expanded set of program evaluations will be identified.

MOTOR CARRIER SAFETY STATUTES

[refer to 49 U.S.C. chapters 5, 51, 59, 311, 313, and 315]

1. Motor Carrier Act of 1935.
2. Department of Transportation Act, Pub. L. 89-670, 1966.
3. The Hazardous Materials Transportation Act, Pub. L. 93-633, 1975.
4. First Recodification, Pub. L. 95-473, 1978.
5. Motor Carrier Act of 1980.
6. Bus Regulatory Reform Act of 1982, Pub. L. 97-261.
7. Second Recodification, Pub. L. 97-449, 1983.
8. Motor Carrier Safety Act of 1984, Pub. L. 98-554, 1984.
9. Commercial Motor Vehicle Safety Act of 1986, Pub. L.99-570.
10. Truck and Bus Safety and Regulatory Reform Act of 1988, Pub. L. 100-690.
11. Motor Carrier Safety Act of 1990, Pub. L. 101-500.
12. Hazardous Materials Transportation Uniform Safety Act of 1990, Pub. L. 101-615.
13. Omnibus Transportation Employee Testing Act of 1991, (Title V) sec. 5, Pub. L. 102-143.
14. Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA); Motor Carrier Act of 1991, Title IV of Pub. L. 102-240.
15. Intermodal Safe Container Transportation Act of 1992, Pub. L. 102-548; as amended by Intermodal Safe Container Transportation Amendments Act of 1996, Pub. L. 104-291, Title II.
16. Codification of Certain U.S. Transportation Laws as title 49, U.S.C., Subtitle VI of Pub. L. 103-272, 1994.
17. Hazardous Materials Transportation Authorization Act of 1994, Pub. L. 103-311.
18. National Highway System Designation Act of 1995, Pub. L. 104-59.
19. ICC Termination Act of 1995, Pub. L. 104-88.
20. Codification of Transportation Laws, Pub. L. 104-287, 1996.
21. Transportation Equity Act for the 21st Century (TEA-21), Pub. L. 105-178, Title IV, 1998.
22. DOT Appropriations Act for FY 2000, Pub. L. 106-69, 1999.
23. Act to restore motor carrier safety enforcement authority to the DOT, Pub. L. 106-73, 1999.
24. Motor Carrier Safety Improvement Act of 1999, Pub. L. 106-159.